

Message Text

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ACTION EUR-12

INFO OCT-01 ISO-00 CIAE-00 DODE-00 PM-04 H-01 INR-07 L-03
NSAE-00 NSC-05 PA-01 PRS-01 SP-02 SS-15 USIA-06
CAB-02 COME-00 DOTE-00 EB-08 FAA-00 IO-13 ACDA-07
/088 W

-----171121Z 078164 /11

R 171051Z MAR 77
FM AMEMBASSY BONN
TO SECSTATE WASHDC 6555
INFO USMISSION USBERLIN
AMEMBASSY BERLIN
AMEMBASSY LONDON
AMEMBASSY MOSCOW
AMEMBASSY PARIS
USMISSION NATO BRUSSELS
AMEMBASSY BERN

C O N F I D E N T I A L SECTION 01 OF 02 BONN 04742

E.O. 11652: GDS
TAGS: PFOR PGOV EAIR SZ GE GW WB US UK FR UR
SUBJECT: INTERFLUG OVERFLIGHTS OF THE FRG

REFS: (A) BONN 4288; (B) STATE 52303; (C) BONN 3752;
(D) BONN 2824

BEGIN SUMMARY. LONDON HAS SENT PRELIMINARY INSTRUCTIONS
CONCERNING THE FRG PROPOSAL FOR GRANTING OVERFLIGHT
RIGHTS TO INTERFLUG IN RETURN FOR PERMISSION FOR
LUFTHANSA TO FLY TO TEGEL ENROUTE TO MOSCOW. WHILE
LONDON QUESTIONS WHETHER THE ALLIES WOULD BE JUSTIFIED
IN REFUSING THE FRG PROPOSAL, IT WILL INSIST ON
CONSIDERATION OF ALL OF THE LONG-RANGE IMPLICATIONS,
INCLUDING THE POSSIBLE IMPACT ON THE INNER-GERMAN
SERVICE PROVIDED BY ALLIED CARRIERS. EFFORTS TO
COORDINATE A TRIPARTITE RESPONSE TO THE FRG PROPOSAL
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WILL CONTINUE AFTER RECEIPT OF US INSTRUCTIONS.
END SUMMARY.

1. IN MARCH 16 TRIPARTITE MEETING, UK BONN GROUP REP
(CARTER) GAVE US AND FRENCH REPS A PREVIEW ON FCO
INSTRUCTIONS CONCERNING THE PROPOSED FRG REQUEST FOR
GDR OVERFLIGHT RIGHTS FOR LUFTHANSA SERVICE TO

TEGEL. (FRENCH VIEWS PREVIOUSLY REPORTED IN REF A.)

2. CARTER PREFACED HIS REMARKS BY NOTING THAT HIS INSTRUCTIONS GAVE HIM A FAIR DEGREE OF LATITUDE IN COORDINATING AN ALLIED RESPONSE TO THE FRG PROPOSAL WHILE INSTRUCTING HIM TO SAY NOTHING TO THE FRG BEFORE SUCH A CONCERTED REPLY HAD BEEN DEVELOPED. SPECIFICALLY, CARTER NOTED THE FOLLOWING FCO VIEWS:

-- IN A SENSE, BERLIN AVIATION HAS BEEN HELD IN TRUST BY THE ALLIES FOR GERMANY.

-- ACCORDINGLY, IF THE FRG EXPRESSES THE WISH TO CHANGE THE PRESENT ARRANGEMENTS IN FULL AWARENESS OF THE FACTS AND OF THE FUTURE IMPLICATIONS OF SUCH CHANGES, THEN THE ALLIES MAY NOT BE JUSTIFIED IN BLOCKING THE FRG PROPOSAL.

-- THE 1972 BONN GROUP STUDY RECOGNIZED THAT LUFTHANSA WOULD HAVE AN INTEREST IN LANDING AT TEGEL. BUT THE BRITISH POSITION HAS ALWAYS BEEN THAT, WITH REGARD TO SUCH LANDINGS, ADEQUATE ARRANGEMENTS WOULD HAVE TO BE MADE FOR SHARING THE MARKET, TO BE CERTAIN THAT ALLIED AIRLINES WERE NOT UNDERMINED AND THAT THEY RETAINED THE CAPACITY THAT WOULD BE NEEDED IN THE EVENT OF ANOTHER BLOCKADE. WE MUST LOOK NOT JUST AT THE PRESENT BUT INTO THE FUTURE, TO BE SURE THE LUFTHANSA PROPOSALS FIT IN WITH THE INNER-GERMAN SERVICES (IGS) MAINTAINED BY THE ALLIED CARRIERS.
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-- IN THE SHORT TERM, SCHOENEFELD WOULD PROBABLY BENEFIT MORE THAN TEGEL FROM THE PRESENT PROPOSALS.

-- BUT IF THE SOVIETS CONCEDE BCZ ENTRY RIGHTS TO LUFTHANSA, IT WILL BE AN IMPORTANT CHANGE IN THE BERLIN AIR REGIME. IT COULD NOT BE EXCLUDED THAT LUFTHANSA WOULD PLAY AN INCREASING ROLE IN BERLIN'S AIR LINKS IN THE FUTURE. WE WOULD HAVE TO ENSURE THAT ANY SUCH DEVELOPMENTS FITTED IN WITH THE IGS, RESULTED IN NO EXPENSE TO THE IGS, AND DID NOT UNDERMINE THE CORRIDOR REGIME.

3. CARTER CONCLUDED THAT THESE WERE LONDON'S PRELIMINARY VIEWS AND THAT LONDON WAS ANXIOUS TO HEAR US AND FRENCH VIEWS. IN PARTICULAR, LONDON WOULD BE INTERESTED IN HEARING WHETHER THE MATTER WAS DISCUSSED BETWEEN ASSISTANT SECRETARY HARTMAN AND VAN WELL, AS PREVIEWED IN REF (B).

4. FRENCH REP (BOISSIEU) ASKED WHETHER THE UK

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C O N F I D E N T I A L SECTION 02 OF 02 BONN 04742

INSTRUCTIONS MEANT THAT LONDON WOULD CALL FOR AN
UPDATING OF THE 1972 BONN GROUP STUDY ON THE AIR REGIME
BEFORE ANSWERING THE FRG PROPOSAL. CARTER SAID HE
THOUGHT NOT, BUT THAT THE UK PROBABLY WOULD WISH TO
BE ASSURED THAT THE FRG HAD CONSIDERED THE LONG-RANGE
IMPLICATIONS OF ITS PROPOSAL.

5. BOISSIEU SAID HE HAD NO SPECIFIC INSTRUCTIONS FROM
PARIS, ONLY A PERSONAL VIEW THAT THE FRG
PROPOSAL WAS "A VERY BAD THING." IN HIS VIEW THE
1972 STUDY HAD DISCUSSED EVERY ASPECT OF THE BERLIN AIR
REGIME EXCEPT THE MOST IMPORTANT ONE: THE FACT THAT THE
GDR SOONER OR LATER WOULD BECOME A MEMBER OF ICAO AND
WOULD BEGIN TO PUT PRESSURE ON THE AIR REGIME, INITIALLY
BY TRYING TO REDUCE THE CORRIDORS FROM THREE TO TWO OR
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ONE. BOISSIEU MUSED THAT FLIGHTS BY NON-ALLIED AIRCRAFT WERE BOTH USEFUL AND NECESSARY FOR BERLIN -- BUT ALSO DANGEROUS -- AND THAT LUFTHANSA STOPS AT TEGEL WOULD BE A GOOD THING, BUT ONE WHICH WE SHOULD APPROACH WITH GREAT CAUTION, GIVEN THE SOVIET RESPONSE WHEN THE IDEA WAS DISCUSSED IN THE BASC IN 1974. BOISSIEU SAID, WITH REFERENCE TO CARTER'S COMMENTS ON STUDYING THE IMPACT OF LUFTHANSA SERVICE ON THE IGS, THAT THE SHORT-RANGE PROBLEM WAS NOT THE COMMERCIAL IMPACT BUT THE ATTITUDE OF THE SOVIETS AND THE GDR.

6. FURTHER DISCUSSION WAS DEFERRED, PENDING RECEIPT OF US INSTRUCTIONS WHICH WOULD PERMIT COORDINATION OF AN ALLIED POSITION.
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